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ABSTRACT

This newsletter consists of two parts, the first dealing with issues common to many European countries and the second with reports from 15 individual countries. Twelve of the 17 articles are written in English and the remainder are in French. Among the papers written in English are a conference report on the future training of teachers in Europe, 9 short papers on issues related to post-secondary education (from Austria, Denmark, Finland, Federal Republic of Germany, Greece, Ireland, Spain, Sweden, and the United Kingdom), a discussion of plans to merge nursery and primary education in the Netherlands, a report on coordination of teacher education in Norway, a summary of educational and cultural policy of the new government in Sweden, and a report on a Swedish survey of teaching materials and copyright agreements. (DT)

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CONSEIL DE L'EUROPE

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Editor : The Director of Education and of
Cultural and Scientific Affairs

Editeur: Le Directeur de l'Enseignement et des
Affaires Culturelles et Scientifiques

Strasbourg

CONFERENCE AD HOC DES MINISTRES EUROPEENS RESPONSABLES DE LA CULTURE

La Conférence qui s'est tenue à Oslo du 15 au 17 juin 1976 a constitué la première occasion pour les Ministres responsables de la culture des 22 Etats membres du Conseil de la Coopération Culturelle de confronter des problèmes de politique culturelle répondant au système de valeurs démocratiques qu'ils ont en commun.

Les quatre thèmes de la Conférence étaient :

- la politique culturelle comme réponse au défi que pose la société moderne,
- la politique culturelle en tant que moyen d'améliorer la qualité de la vie dans les collectivités urbaines et rurales,
- l'encouragement à la création artistique,
- la coopération culturelle européenne.

Ces thèmes ayant été discutés au sein de groupes et en réunion plénière, huit résolutions ont été adoptées dont nous reproduisons les extraits suivants :

RESOLUTION N° 1

SUR LA POLITIQUE CULTURELLE COMME REPONSE AU DEFI QUE POSE UNE SOCIETE MODERNE

Les Ministres européens responsables de la culture, réunis à Oslo les 15, 16 et 17 juin 1976,

.....

adoptent les principes de politique culturelle suivants :

1. La politique sociale d'ensemble doit avoir une dimension culturelle axée sur le développement des valeurs humaines, l'égalité, la démocratie et l'amélioration des conditions de vie, notamment en garantissant la liberté d'expression et en offrant les moyens qui permettent d'en bénéficier réellement.

2. La politique culturelle doit être considérée comme un élément indispensable des responsabilités gouvernementales et s'élaborer en liaison avec les politiques de l'éducation, des loisirs, du sport et des activités de plein air, de l'environnement, des affaires sociales, de l'urbanisme, etc.

3. La politique culturelle ne doit plus se borner à des mesures visant à développer, à promouvoir et à vulgariser les arts ; il faut, en reconnaissant la pluralité de nos sociétés, lui conférer une dimension supplémentaire exaltant le respect de la dignité individuelle, des valeurs spirituelles, des droits des groupes minoritaires et de leur expression culturelle. Dans le cadre de cette démocratie culturelle, un effort particulier s'impose en faveur des groupes jusqu'ici défavorisés.

4. La politique culturelle doit comporter un aspect novateur et encourager le développement d'une vaste gamme d'activités socio-culturelles nouvelles afin que tous puissent participer activement à la vie culturelle de leur communauté ce qui contribuera notamment à rapprocher les générations.

5. Il faut promouvoir les activités culturelles visant un public spécifique notamment pour les populations des zones rurales ou faiblement peuplées, les travailleurs manuels, etc, et assurer la mise en place des installations nécessaires à ces activités, par exemple en encourageant l'usage de nouveaux circuits de distribution, en favorisant de nouvelles techniques et en offrant, sur le plan local, une large gamme de bâtiments, soit en les édifiant spécialement, soit en utilisant les bibliothèques, les écoles, les salles de réunion, etc.

6. La politique culturelle, qui présente un important aspect éducatif, doit, en particulier, d'une part fournir de nouveaux moyens de permettre aux enfants d'exercer leurs facultés créatrices, et de parvenir ainsi à l'épanouissement de leur potentiel culturel et d'autre part, susciter une nouvelle sensibilité esthétique à l'égard de l'environnement.

7. Il importe d'encourager une attitude plus critique face aux produits des media et de veiller à ce que les intéressés se voient offrir un grand choix de produits et puissent s'exprimer à travers les différents media.

8. La politique culturelle se doit en particulier de combattre les effets négatifs de la commercialisation d'une production culturelle de masse, notamment en offrant des variantes de qualité, en suscitant une grande variété de produits et en tirant un meilleur parti des ressources propres de chaque communauté culturelle.

RESOLUTION N° 2

SUR LA POLITIQUE CULTURELLE EN TANT QUE MOYEN D'AMELIORER LA QUALITE DE LA VIE DANS LES COMMUNAUTES URBAINES ET RURALES

Les Ministres européens responsables de la culture, réunis à Oslo, les 15, 16 et 17 juin 1976,

.....

préconisent les moyens suivants grâce auxquels la politique culturelle peut être utilisée pour améliorer la qualité de la vie dans les collectivités tant urbaines que rurales :

- encourager les pouvoirs locaux et régionaux à assumer une plus large responsabilité dans la détermination et la mise en oeuvre d'une politique de la culture, à mettre en place les rouages administratifs nécessaires et à consacrer à cet effet, les ressources financières indispensables ;

- réserver des locaux aux activités culturelles, notamment en développant l'usage polyvalent des bâtiments existants et les possibilités offertes par la conservation intégrée conformément aux principes de la Déclaration d'Amsterdam ;

- assurer la disponibilité d'animateurs suffisamment nombreux et convenablement formés pour promouvoir au niveau local les activités artistiques d'amateurs et d'autres formes d'action culturelle et socio-culturelle ;

- encourager et aider les groupes volontaires menant des activités culturelles au niveau local ;

- étudier les moyens d'utiliser les media tels que les réseaux régionaux et locaux de radio et de télévision comme outils de la politique culturelle ;

soulignent que la politique culturelle au niveau local doit se préoccuper en particulier :

- de permettre, par une politique cohérente d'animation socio-culturelle, à toutes les composantes de la population de participer aux processus de changement qui les touchent ;

- des formes d'activité culturelle découlant des traditions ainsi que des besoins locaux et régionaux, susceptibles ainsi d'exalter l'identité communautaire ;

- des mesures variées et adéquates propres à inciter les groupes qui ont des difficultés particulières (par exemple les migrants, les handicapés, les habitants des zones faiblement peuplées et les ouvriers travaillant en équipe), à participer aux activités culturelles;

- de promouvoir les activités culturelles chez les jeunes en leur offrant davantage de produits culturels de haute qualité et en améliorant l'enseignement artistique ;

- d'adopter et d'encourager des méthodes et des formes d'activité culturelle novatrices et expérimentales.

Recommandent au Conseil de l'Europe, en ce qui concerne quelques-uns des domaines prioritaires de la future coopération intergouvernementale en la matière,

- de poursuivre ses travaux sur l'animation socio-culturelle en vue d'améliorer les politiques dans ce domaine à partir d'une évaluation des efforts déjà entrepris par les gouvernements ;

- de continuer à étudier les politiques du développement culturel au niveau local en prenant pour modèle, le cas échéant, le projet des 14 villes ;

- l'étude des moyens d'établir un système pour l'échange au niveau européen d'informations sur les projets d'animation socio-culturelle et sur les questions qui intéressent les responsables de la politique culturelle au niveau local ;

- l'étude des moyens de développer les systèmes actuels qui permettent aux travailleurs culturels et aux animateurs, ainsi qu'à leurs formateurs, de recevoir à l'étranger une partie de leur formation.

RESOLUTION N° 3

SUR "LA CULTURE ET L'ENFANT"

Les Ministres européens responsables de la culture, réunis à Oslo les 15, 16 et 17 juin 1976,

.....

recommandent que dans le cadre de la coopération culturelle européenne les Etats membres procèdent à des échanges d'idées et d'expériences en vue en particulier de :

- créer dans les institutions éducatives et culturelles ainsi que dans des cadres autres les conditions favorables au développement des facultés créatrices de l'enfant et de ses possibilités d'expression ;

- encourager la création d'oeuvres d'art de façon à assurer dans tous les domaines artistiques une plus grande variété de produits et de services culturels destinés aux enfants ;

- garantir une large diffusion de ces produits par la mise en place des circuits de distribution appropriés et d'assurer aux artistes, aux enseignants et aux autres intéressés des conditions de travail satisfaisantes.

RESOLUTION N° 6

SUR "LA COOPERATION CULTURELLE EUROPEENNE"

Les Ministres européens responsables de la culture, réunis à Oslo les 15, 16 et 17 juin 1976,

.....

décident d'assurer sur le plan national la coordination nécessaire à la coopération culturelle européenne,

souhaitent qu'une place plus grande soit réservée à la partie culturelle du programme du Conseil de la Coopération Culturelle en lui donnant sa véritable dimension socio-culturelle telle qu'elle est explicitée dans la Résolution N° 1, en mettant au point des méthodes de coordination de la politique culturelle proprement dite avec les politiques des autres secteurs de la vie sociale et en assurant la diffusion des résultats des recherches et expériences auprès des Etats signataires de la Convention et auprès des milieux intéressés ;

préconisent parmi les méthodes de travail qui leur semblent les plus fructueuses :

- la mise en oeuvre d'études ou d'expériences coordonnées dans l'ensemble des Etats signataires de la Convention Culturelle Européenne ou de projets spéciaux auxquels participent un groupe d'Etats finançant eux-mêmes le projet ;
- la mise en commun des expériences novatrices.

Les rapports du Conseil de la Coopération Culturelle établis en vue de la Conférence

- F. Jor : La démystification de la culture - animation et créativité,
- S. Mennell : Les politiques culturelles des villes,
- J.A. Simpson : Towards cultural democracy,
- R. Moulin : Les aides publiques à la création dans les arts plastiques,

peuvent être obtenus auprès du Secrétariat.

Descripteurs EUDISED : politique culturelle ; activités socio-culturelles ; créativité ; moyens d'information ; coopération internationale ; création artistique ; Europe.

CONFERENCE ON THE FUTURE TRAINING OF TEACHERS IN EUROPE

On the initiative of the Institute of Education of the European Cultural Foundation a conference was held in Liège University, on 22-23 June 1976, under the joint auspices of the Commission of the European Communities and the Secretary General of the Council of Europe. Some 160 persons from

15 states in Europe, having responsibility for teacher education in their country, attended to discuss current trends in teacher education and to proceed to the creation of an Association for Teacher Education in Europe. The Association will provide a permanent forum for the discussion of initial and continued education of teachers at all levels, disseminate information on current developments and establish exchanges and co-operation between institutions and individuals active in the field.

We reproduce below the conclusions of the comparative study which served as a background paper to the conference, on "The Education and Training of Teachers in the Countries of the European Communities" by Professor Boris Ford.

I. THE PROFESSIONALISATION OF TEACHING

As teaching establishes itself as a major profession, so there is steady pressure from teachers' associations for an all-graduate profession, and thus for teachers to be educated either in universities or in institutions of equivalent status. Moreover, there is pressure for all teachers to be given professional training, a demand now being extended to teachers in further and higher education.

There is also evidence that teachers' associations are anxious to be consulted and to have a say about such matters as certification, entry requirements for the profession, and conditions of service. However, it is not possible to generalise about the policies and influence of teachers' associations. In many countries they are still imbued with strong hierarchical traditions and must often be reckoned as a force for conservatism when it comes to discussing comprehensive schemes for secondary education. On the other hand, they have often shown considerable concern about raising the standard of teacher formation and have pressed, for instance, for longer periods of formation and for establishing links with universities. One must note, in all this, the growing importance of the two international federations of teachers, the WCOTP and the ETTUC.

The professionalisation of teaching, which seems to be taking place steadily in all countries, is bound up with the three following questions :

The unity and coherence of teacher education

In nearly all countries, the stratification of the teaching profession, embodied in differing scales of salaries and prestige, is reflected in a system of teacher formation notable for its divisions : there are often separate systems for the formation of primary, secondary, and even technical teachers, though the establishment of middle and comprehensive schools must be creating an increasing need for teachers to be able to move from one level of teaching to another. Then there are the distinctions between colleges organised by religious denominations, as well as between religious and secular colleges. And thirdly, and very importantly, there are divisions between the education and training of teachers and other closely related professionals : there are virtually no links between the two, though they need to work in the field as colleagues in ancillary services. While there is some awareness of these various divisions, there is, for the most part, little evidence that they are being overcome.

The control of teacher education

Should teacher formation be controlled directly by the Ministry of Education and/or by regional and local education authorities, and also by independent or semi-independent universities ? What should be the academic relationship between colleges and universities, and between the individual members of their faculties and staffs ?

These questions of control and relationship are commonly discussed in structural terms ; and undoubtedly one of the most interesting ideas now being discussed in some countries is the teaching council, which would give the profession itself a much bigger say in matters of recruitment and teacher formation and certification. But ultimately these structural arrangements have to do with the academic and intellectual vitality of teacher formation itself, and with the quality of the education given to intending teachers. There is all too little evidence that the relationship between structure and quality is being much studied.

The integration of studies

In virtually all countries teacher education and training are separable and are composed of four main elements : academic studies ; pedagogy appropriate to particular fields and subjects ; the theory of education ; and practical school experience. How far are these elements related to a period of non-academic activity undertaken after leaving school and before entering higher education, which might help to break the tight sequence of school-college-school and contribute significantly to the student's maturity ? How far are these elements then linked and co-ordinated academically ? To what extent are they provided concurrently, or only in successive and separate instalments? In many instances, these elements are located in quite separate establishments. Moreover, the relationship between college/university and school, including the concept of school-based formation, tends to be a sketchy and often, at best, only a fortuitous one. The concept of an integrated professional formation remains, for the most part, a distant ideal ; and yet it could be argued that it is at the heart of the idea of teaching as a profession.

II. RESEARCH AND INNOVATION

During recent years a great many themes, innovatory ideas, and difficulties in education have been identified as needing detailed study and research, but in most countries the funds for educational research whether from governmental or private sources, are wholly inadequate. The faculties of education in universities are often not involved in teacher formation, with the result that they may be very small and virtually unequipped to engage in serious research. And few teachers' colleges are able to undertake research - indeed, their staffs would not have time to do so, with their frequently overloaded teaching programmes.

Moreover, not only is there a serious paucity of research, but there seems to be rather little innovation in the ideas and methods of teacher formation itself. One does not find much evidence that the education faculties of universities or the teachers' colleges are centres of lively pedagogic experiment - there are a very few notable exceptions. And this must mean that the bulk of the teachers going out into schools are themselves not particularly forward-looking and experimental in their pedagogic ideas, in contrast to their humane and often radical thinking on political and social questions.

III. CONTINUING EDUCATION

While it is fairly generally recognised that initial training can only provide a limited preparation for someone who may be expecting to teach for 40 years, there is, as yet, a rather patchy provision of continuing in-service opportunities for teachers ; and virtually no co-ordination between initial and in-service education. The present drop in the demand for teachers in virtually all countries, creating empty places in teacher-formation institutions, might seem to provide the opportunity for the teachers of teachers to engage increasingly in in-service activities which could be dove-tailed with initial training work. Yet the present severe economic crisis in many countries may well simultaneously reduce the funds available for in-service development.

EUDISED descriptors : teacher education ; college of education ; teacher behaviour ; in-service training ; research ; professional status.

PART TWO/DEUXIEME PARTIE

AUSTRIA : EMPHASIS ON VOCATIONAL TRAINING AND NON-UNIVERSITY HIGHER EDUCATION

On 1 September a voluminous piece of legislation known as the Fifth Amendment to the School Organisation Act came into force. It has been elaborated by the Education Ministry with the advice of numerous expert groups and under the guidance of the School Reform Commission, which comprises also parliamentarians, and has been prepared and pre-tested by a variety of experiments under the control of the Ministry. Adopted by Parliament in April 1975, it introduces new types of educational provision as well as new curricula.

Among the most important organisational measures are the following :

- The creation of 19 colleges offering technological studies of two to two and a half years' duration for secondary school leavers. These colleges are attached to the existing technical colleges. The new short-cycle courses cover all fields of technology and engineering. The graduate of such a course may obtain the title of engineer after three years of practical work in his or her speciality. The experimental courses which were held to test this reform, proved to be very attractive to secondary school leavers, as they gave them a viable alternative to the traditional long studies of technology. There seems also to be a definite demand for such graduates in industry.

- The eight existing colleges for social workers have been reorganised into "Academies for social work". They continue to offer two-year courses for secondary school leavers, but in future there will be more emphasis on academic subjects and teaching methods, and the syllabus will be broadened to cover wider studies in the social sciences. This change of emphasis corresponds to the demand for a new, more versatile, type of social worker.

- Teacher training is a third field into which the new legislation introduces important changes. In future, the "Pedagogical academies" which recruit their students from among secondary school leavers, will train teachers for the four-year elementary school in two-year courses, and in three-year courses for the Hauptschule (the upper level of elementary school), for the concluding ninth school year,

the so-called polytechnical year, and for special schools. In the first half-year a common course for both types of teacher is given. At the same time the training of teachers at vocational school has been reformed and concentrated in four "Vocational Education Academies".

The Fifth Amendment stipulates that all publicly maintained schools shall be co-educational. Single-sex schools will be allowed only in special cases after approval by the education authorities. Furthermore, the amendment obliges all schools to offer extra tuition to weaker pupils according to their needs and thus to reduce grade repetition and drop-out rates.

As a result of the Fifth Amendment the curricula of all schools have been revised and updated (with the exception of the technical schools which will shortly follow suit). The volume of this work may be exemplified by the fact that the new curricula of the vocational school alone comprise some 300 printed pages. Vocational education is a field to which the new legislation gives particular attention, and therefore a number of important innovations have been introduced. In the vocational school which provides, on a part-time basis, three- to four-year courses of theoretical and general instruction complementing the practical training of apprentices and young workers, there will in future be the possibility to attend courses at ordinary and advanced levels. Furthermore, special courses will be offered for those who seek admission to full-time technical schools in order to continue their vocational education at a higher level.

Thus the emphasis of the new legislation is on promoting vocational education and higher education in the non-university sector - to counterbalance the danger of over-producing grammar school and university graduates. In this context it is interesting to note that figures recently published by the Federal Statistical Office show that only some 10 per cent of the Austrian university graduates of the last decade have found employment in industry and commerce, whereas all others have swollen the ranks of the civil service, the teacher body, the public employee and the liberal professions. If only 10 per cent of the new academic manpower were needed to sustain the considerable economic growth of the last decade, then the reorientation of educational priorities in the new legislation will certainly carry weight with public opinion.

Informationsdienst für Bildungspolitik und Forschung, 1 & 15/IX/1976 ; v.M.

EUDISED descriptors : vocational training ; vocational education ; post-secondary education ; technology ; social worker ; teacher education ; Austria.

BELGIQUE : COMPRESSIONS BUDGETAIRES ET DENATALITE

L'accroissement du budget de l'éducation nationale pour 1977 est, en pourcentage, du même ordre que celui du budget global de l'Etat et égal à l'augmentation prévue du P.N.B. - pour la première fois, depuis vingt ans, l'éducation est rentrée dans les rangs et a perdu sa priorité. Cela a forcé les deux Ministres, MM. HUMBLET et DE CROO, pour la partie francophone et néerlandophone, respectivement, à prendre des mesures sévères d'économie qui s'élèvent à environ 5 % des budgets initiaux et qui ont soulevé de vives protestations de la part de la communauté éducative du pays.

En même temps, la baisse de la natalité est de plus en plus ressentie dans les écoles maternelles et primaires dont le nombre d'élèves diminue, tandis que celui des enseignants cherchant un emploi augmente rapidement. Il était donc nécessaire non seulement de réaliser des économies, mais aussi de contingenter le nombre des futurs enseignants du préscolaire et du primaire à admettre dans les écoles normales.

Ces mesures ont été rendues publiques par douze circulaires parues pendant la période des vacances et entrant en vigueur dès l'année scolaire 1976/77. Voici les grandes lignes des mesures d'économie :

- Suspension des crédits d'Etat pour les activités sportives et socio-culturelles (films, jeux, ateliers, garderie du mercredi après-midi, etc.).
- Gel des nouvelles prestations des enseignants : les prestations hebdomadaires seront fixées sans que soient attribuées des heures supplémentaires ; aucune nouvelle fonction accessoire ne sera subventionnée, sauf cas exceptionnel. Ces mesures dimineront les cours de rattrapage et de promotion, essence même de la réforme scolaire belge.
- Le nombre minimum d'élèves à partir duquel une classe ou un groupe d'options peuvent être subventionnés est augmenté, ce qui entraînera surtout une diminution des options à choisir et le blocage de la création de classes supplémentaires.
- Un droit d'inscription (minerval) est imposé aux élèves et aux étudiants étrangers dont les parents ne sont pas domiciliés en Belgique. Il variera entre 100 % de la subvention pour le préscolaire à 200 % dans l'enseignement supérieur long. Un droit d'inscription augmenté sera également à payer dans les internats de l'Etat, celui-ci étant à l'avenir plus élevé pour les étrangers que pour les belges. Les sommes sont à verser sur un compte spécial de l'éducation nationale où elles constitueront un fond d'épargne forcé.

A ces mesures d'économie s'ajoutent celles du numerus clausus, terme employé dans les débats publics, ou du contingentement, terme préféré par les Ministres. En effet, la dénatalité est telle qu'il y aura 44.000 élèves de moins dans les enseignements préscolaires et primaires en 1980, ce qui représente la disparition de 2.000 postes d'enseignants. Mieux vaut donc, estime le gouvernement, "ne pas fabriquer des chômeurs en puissance". Les mesures suivantes ont été envisagées :

- Limitation du nombre d'étudiants réguliers en 1ère année d'étude des différents types de formation dans l'enseignement supérieur pédagogique (60 à 85 % selon le type de formation, par rapport à l'année scolaire précédante) ; limitation à 60 % des étudiants en 1ère année de certaines formations para-médicales. La limitation se ferait par une épreuve de sélection dans certaines matières de l'enseignement secondaire : les candidats seront admis suivant l'ordre de leur classement jusqu'à ce que le contingent soit rempli.

Les douze circulaires ont alarmé parents, enseignants, élèves et étudiants. Il y a eu de nombreuses manifestations et même des grèves. Les différentes associations des parents soutenues par les partis politiques et les syndicats d'enseignants se sont constituées en "communauté éducative" et ont obtenu du gouvernement certains assouplissements.

Début septembre l'application du "numerus clausus" a été modifiée : le concours d'admission est abandonné ; la sélection sera confiée aux établissements qui réaliseront, selon leurs méthodes et sous leur responsabilité, une épreuve d'orientation et d'aptitude. Fin septembre le gouvernement a décidé d'instaurer le "numerus clausus" par un projet de loi soumis au Parlement, et de l'étendre à la fois aux écoles normales, pour les futurs instituteurs et maîtres de premier cycle, et aux universités, pour les futurs professeurs de second cycle.

Finalement le Premier Ministre, M. TINDEMANS est intervenu pour trancher les conflits budgétaires. Les mesures d'économie resteront applicables, mais le gouvernement fournira à la communauté éducative des explications sur les difficultés budgétaires. Il y aura concertation permanente entre la communauté éducative et les Ministres de l'éducation nationale et un groupe de travail permanent sera créé pour servir d'instrument à cette concertation.

Bien que les mesures prises aient été en partie reportées et une concertation entamée, l'émotion n'est pas apaisée : les syndicats socialistes de l'enseignement ont annoncé des grèves générales des cours pour début octobre.

Le Soir, août/Septembre 1976 ;
Le Monde de l'Education, octobre 76;B.M.

Descripteurs EUDISED : budget de l'Etat ; coût de l'éducation ; droits de scolarité ; numerus clausus ; sélection ; **Belgique.**

DENMARK : PROPOSALS OF COMMITTEES ON POST-SECONDARY EDUCATION

New conditions with respect to access to higher education are put forward in a report submitted to the Minister of Education, Mrs. Ritt BJERREGAARD, by the Committee on the liberalization of access to institutions of higher education and teacher training colleges. The committee, chaired by Mr. Ole B. THOMSEN, was decided upon in 1973 and committee members were appointed in autumn 1974.

The main principle underlying the committee's proposals is that all persons who have completed an educational course of a determined level should be able to accede to higher and teacher training institutions provided they have in addition an adequate level of knowledge in a foreign language (in particular English). The report reviews the various kinds of higher education available and the specific knowledge required when applying for entry. It is stressed that a broadening of access to higher education should not lead to a lowering of standards, and the committee is of the opinion that liberalization of access can be carried through without radically changing the present system.

According to the report, completion of 12 years of basic education should qualify for access to higher education (i.e. a standard equivalent to that of the present upper-secondary school leaving examination-studentereksamen). The three-year period that follows the nine-year folkeskole course should not necessarily be completed in the upper secondary school or in other institutions at present giving access to higher and teacher training institutions. On the other hand, only courses of a recognized level which incorporate theoretical studies will be deemed to offer adequate guarantees of standard. In particular the committee proposes that all persons over 22 years of age should

have the opportunity to prove that they have a sufficient level of knowledge to follow a higher education course. There should be instituted a series of examinations to be held over a 14-day period at the various institutions. An applicant would sit the examinations at the institution to which he had applied for entry. Success would also allow the student to apply for entry elsewhere.

The Committee on liberalization is one of a series of committees examining various aspects of post-secondary education. They are in particular examining in detail ideas put forward by the Council for higher education planning during the period 1965-75.

Summarized below is the present thinking with regard to the main aspects of post-secondary education under scrutiny.

- Numerus clausus : The law on the limitation of access to post-secondary education authorizes the Minister to introduce numerus clausus at all institutions as from autumn 1977, as is already the case for medical studies (cf. News-letter 2/76). At present, there is a ceiling of 20,000 students set for entry to post-secondary studies of traditional duration, this figure being arrived at on the basis of the situation in other sectors of the education system, of the present structure and development of society at large, of the amenities available (i.e. finance, staff, buildings, etc.).

  Distribution of available places : The Ministry is at present working on detailed proposals as to the manner in which the 20,000 places should be divided up, account having to be taken of physical capacity available, of the need to have a satisfactory geographic spread of study opportunities, and of the labour market which students will have to face on completion of their studies. The proposals will be submitted for comment to the post-secondary institutions and to the parliamentary committee, to permit a final decision on admission numbers to be made in March 1977. Numerus clausus will mean that there will be students who will be unable to follow the course of their preference. To avoid wasting the talent of such students, Mrs. BJERREGAARD has invited the Council for post-secondary education to make proposals for shorter post-secondary courses.

  Procedures for limiting admission : In November six national technical committees will submit proposals in respect of procedures to be adopted for limiting the number of students admitted to the post-secondary sector. It is expected that the proposals will be similar to those worked out for medical students this year (cf. News-letter 2/76), whereby three broad categories of students are allocated a fixed percentage of the entry places on offer :
  (i) applicants to be judged on the basis of their level of achievement at upper secondary school ;
  (ii) applicants having in addition experience of working life ;
  (iii) others, for example, students of a more mature age.
  To ensure that no student is accepted for more than one type of post-secondary education, a system permitting the co-ordination of applications is envisaged. The Minister is to be advised in this matter by a working party and will report to parliament in 1977.

  Educational and vocational guidance : The desirability of improving the educational and vocational guidance system is recognized, but any reform in this area depends upon finding the necessary funds.

Labour market : It is acknowledged that reform of post-secondary education cannot ignore labour market needs and trends, and that one of the basic goals of educational planning for the post-secondary sector is to ensure that students have the opportunity to apply the skills they have acquired. Closer contact should be promoted between organisations representing the labour market and those in the post-secondary educational and training sector. A clearer view of market needs and prospects will not only require close co-operation between labour market and post-secondary interests but will also require the collaboration of governmental statistical agencies.

Reform of studies : It is possible that experiments in respect of structure will be undertaken next year with a view to introducing a reform in 1978. It is hoped to be able to introduce a greater element of flexibility into the present system, thereby permitting students to transfer between institutions. This would in turn help to ensure optimum use of facilities. Six committees are at present examining reform implications for the following areas : engineering, health professions, humanities, social sciences, natural sciences and education. The Minister directed the committees to take into account the following needs :

- an improved relationship between the post-secondary sector and the labour market ;
- a smooth transition between the various types of education and training ;
- a shorter period of study ;
- the possibility for the student to complete his course in several stages, to study part-time, to return to his studies after a period of absence, for example in employment ;
- the lowering of the drop-out rate, and the concentration of drop-outs at the beginning of a course ;
- the combination of various types of study.

Registration procedure : In order to be able to monitor more closely progress and needs in the post-secondary sector, institutions will be required from July 1977 to report on study results to the governmental institute of statistics. Knowledge of the volume of work being done and of results achieved in partial and full examinations should provide a significant improvement in the available planning tools.

Budgetary reform : Work is being conducted to assess the criteria for according grants to the various post-secondary institutions to permit them to fulfil their teaching role, and to assess criteria for supporting research. Present deliberations are expected to result in a reform of budgetary provisions in January 1979, permitting the Minister to distribute tasks between the various post-secondary institutions.

The picture emerging from the work of all these committees is one in which the Ministry has greater control over educational supply and demand, over the form and length of courses, and over the budget, with the aim of making optimum use of the facilities available. One can also foresee a series of groupings, whereby are brought together under regional agencies the various post-secondary institutions of a district.

Weekendavisen, 13/VIII/76; 3 & 10/IX/1976 ; B.B.P.

EUDISED descriptors : numerus clausus ; access to education ; post-secondary education ; length of studies ; labour market ; registration ; Denmark.

FINLAND : PROPOSALS FOR A NEW POSTGRADUATE DEGREE STRUCTURE

The abolition of the intermediate licentiate qualification and the introduction of a revised doctoral degree requiring four years' full-time study after completion of the first degree, have been proposed by an Education Ministry working party set up to look into postgraduate training. The group, under the chairmanship of Mr. M. NIEMI, director of the ministry's division for higher education and research, has rejected, in favour of a single integrated qualification, suggestions to set up two branches of postgraduate study, one vocationally oriented and based on the licentiate degree, the other academic and centred on the doctorate.

The revised degree would be designed to meet both scientific and professional aims and be based on planned programmes of study incorporating general theoretical and specialised studies as well as research. More attention would be given to the social relevance of students' projects, which should fit into larger interdisciplinary research programmes. Thus the new degree would markedly differ from the present postgraduate degrees. Both the licentiate degree, usually requiring between five and nine years' study, and the doctorate, taking an extra 2.5 to 13 years depending on the discipline, are mainly made up of students' self-conducted studies, in accordance with the continental university tradition.

Postgraduate places should be increased, with study possibilities being provided in all higher institutions. According to the long-term plan for higher education covering the period 1967-81, the proportion of students engaged in postgraduate work should amount to one in five by 1981. It is to be noted, however, that whilst the number graduating with first degrees has increased by about 30 % in the past five years, the number of those obtaining higher degrees has risen only some 5 %. Of these, three in five were awarded the licentiate degree.

At present, postgraduate qualifications play an important role in particular in academic appointments. Associate professors and docents must hold a doctorate, whilst senior lecturers and chief assistants must hold a licentiate degree. Junior lecturers and assistants need only have a first degree. It is intended that the new postgraduate degree should in particular be a means of access to a broad range of job opportunities, including posts in business, management and political administration.

The working party proposes that the new degree structure be instituted in the early 1980s.

The Times Higher Education Supplement, 10/IX/1976;W.F.B.

EUDISED descriptors : graduate ; academic degree ; qualifications ; length of studies ; Finland.

FRANCE : PROJET DE REFORME DES PROGRAMMES ET DES HORAIRES

Depuis près d'un an et demi, la réforme de l'enseignement primaire et secondaire a fait l'objet de nombreux textes. Un nouveau document, de près de deux cent pages, sur les contenus de formation a été rendu public, mi-juin, par le ministre de l'Education, Monsieur HABY, après examen par un conseil restreint sous la présidence de Monsieur GISCARD D'ESTAING.

Ce document s'inspire des grands travaux de réforme de programmes effectués en France au cours de la dernière décennie par les commissions créées à cet effet. Il contient, d'une part, une présentation des objectifs de l'enseignement, d'autre part les programmes du cycle préparatoire de l'école primaire (1ère année d'école obligatoire) et du cycle d'observation des collèges (deux premières années d'enseignement secondaire).

Enseignement primaire

L'objectif fixé à la première année d'école primaire est de faire acquérir à l'enfant les premiers apprentissages : lire, écrire, compter. Contrairement à ce qui avait été primitivement proposé (cf. News-letter/Faits Nouveaux 1 et 2/76), le cours préparatoire ne sera ni à deux vitesses ni en deux ans pour tous les élèves. Pour tenir compte du rythme de chaque enfant et éviter les redoublements, les nouvelles dispositions prévoient que, sauf exceptions, tous les élèves devraient, à l'issue de la première année d'école primaire, entrer en première année du cycle élémentaire. Toutefois, ceux qui n'auraient pas assimilé toute la formation du cours préparatoire termineraient les apprentissages de ce cycle tout en commençant certains contenus du cycle élémentaire, notamment les activités d'éveil. Pour cela, ils seraient répartis en groupes dont l'organisation serait laissée à l'initiative de chaque maître.

L'horaire hebdomadaire des classes primaires reste fixé à vingt-sept heures et réparti selon le principe du tiers temps : quinze heures sont consacrées aux apprentissages fondamentaux (langue maternelle : neuf heures ; mathématiques : six heures) et douze heures aux activités d'éveil, dont cinq à l'éducation physique.

En français, les programmes font référence à l'acquisition de la langue orale pour laquelle il est conseillé de favoriser le besoin de s'exprimer et de communiquer, d'utiliser des séances de marionnettes ou de simuler des communications téléphoniques.

En mathématiques, les programmes portent sur les nombres, les opérations élémentaires, les notions de formes, d'espace, de figures, les mesures et la monnaie. Diverses activités (exercices corporels, activités manuelles, exploration de l'environnement) peuvent concourir à l'étude de certains aspects des programmes, en faisant découvrir aux élèves des"situations mathématiques".

Les programmes des activités d'éveil sont en cours de préparation. Leurs objectifs sont essentiellement de "développer harmonieusement les composantes corporelles, affectives, intellectuelles de la personnalité de l'enfant, en vue de la conquête d'une relative autonomie et de l'appréhension réfléchie du monde qui l'entoure. En même temps, on le fera accéder à des connaissances plus notionnelles et opératoires qu'encyclopédiques".

Enseignement secondaire

En ce qui concerne la réforme du cycle d'observation des collèges (deux premières années d'enseignement secondaire), M. Haby a déclaré que les programmes doivent correspondre à un effort pour définir de manière précise ce que doit être "le savoir de tous les jeunes Français à la sortie de la scolarité". Des enseignements nouveaux seraient ainsi introduits dès la première année d'enseignement secondaire : sciences humaines, sciences physiques, technologie.

Les programmes des deux premières années de collège se répartiraient de la façon suivante :

- Français : six heures dont trois par classe entière, deux de travaux dirigés par groupe et une de soutien ou d'approfondissement. Le chapitre consacré à cette discipline précise d'abord les objectifs généraux : en premier lieu, donner à tous les enfants et adolescents la capacité de communiquer et de s'exprimer avec aisance, à l'oral et à l'écrit, dans la langue d'aujourd'hui. Elle doit permettre aussi l'apprentissage de techniques utilisées quotidiennement : savoir téléphoner, rédiger un télégramme, une lettre privée ou officielle, une annonce, une note, un compte rendu. Plus qu'un programme, c'est un choix d'activités qui est proposé.

En seconde année de collège, une initiation au latin est donnée à tous les élèves.

- Première langue vivante : quatre heures dont trois par classe entière et une de soutien ou d'approfondissement. Cet enseignement a, avant tout, une finalité pratique, celle de "favoriser dans tous les domaines et à tous les degrés, les relations des habitants de notre pays avec l'étranger". Il est donc précisé que les méthodes les plus efficaces sont celles qui suscitent et développent l'activité personnelle et collective des élèves. En première année de collège, l'enseignement est essentiellement oral.
- Sciences humaines : trois heures dont une de travaux pratiques par groupes. Il s'agit d'un nouvel enseignement dont les composantes sont l'histoire, la géographie, l'instruction civique, les sciences économiques, sociales et politiques. Les programmes portent en première année sur le milieu social (vie civique, économique, sociale), l'homme dans différents milieux géographiques, la préhistoire et les grandes civilisations du monde méditerranéen antique. En deuxième année : les échanges à travers les âges, l'histoire des civilisations, le monde (géographie, population, politique, grandes activités, grands problèmes).
- Mathématiques : quatre heures dont trois par classe entière et une de soutien ou d'approfondissement. "L'étude de mathématiques a pour objectifs essentiels de développer chez les élèves une certaine forme d'imagination ; de leur donner, en plus des techniques indispensables dans la vie courante le goût d'une certaine précision de langage et de pensée, de les habituer au raisonnement déductif, de leur apprendre à exprimer un raisonnement". Il s'agira surtout de renforcer et de compléter l'acquis des élèves en calcul et de faire des observations sur des objets physiques usuels. Le vocabulaire dit "moderne" (relatif aux ensembles) doit être utilisé sans faire l'objet d'un apprentissage spécifique.
- Formation scientifique : trois heures dont deux de travaux pratiques par groupes. Le texte insiste sur l'initiation à la démarche expérimentale, la manipulation, la curiosité spontanée. Ses objectifs sont de développer "les qualités d'observation, d'analyse et de synthèse". La principale nouveauté est l'introduction dans ces classes, d'un enseignement de sciences physiques. En sixième (première année du secondaire) le programme porte sur les propriétés physiques de la matière, les circuits électriques, les combustions. En sciences naturelles, c'est toujours la biologie qui fait l'objet des programmes.
- Education manuelle et technique : deux heures dont une de travaux pratiques par groupes. Il s'agit là de "mettre en oeuvre une forme particulière d'intelligence liée à l'action" et de "développer la connaissance du travail manuel". Les activités proposées consistent notamment en des exercices de démontage-remontage, petites fabrications, opérations de réglage et d'entretien d'objets usuels. Les programmes comportent notamment des problèmes à résoudre par intui-

tion, tâtonnements, essais et erreurs, associations d'images ou raisonnement logique ; une initiation au dessin technique et des jeux logiques.

- Initiation artistique : deux heures dont une de travaux pratiques par groupes. Cette initiation devra tenir compte de"l'omniprésence des images et des sons ; elle enseignera à écouter et à chanter, à regarder et à dessiner, comme on apprend à lire et à écrire". Les élèves pourront, d'autre part, choisir des options dès la première année d'enseignement secondaire, à raison de deux heures supplémentaires, par exemple pour la musique instrumentale ou vocale. Il en sera vraisemblablement de même pour l'éducation manuelle et l'éducation physique et sportive.

Après concertation avec les "partenaires sociaux" du ministère (syndicats et fédérations de parents), des projets d'arrêtés sur le contenu des différents enseignements seront élaborés à l'automne 1976 et applicables à la rentrée de septembre 1977. Cependant, le ministre a déjà soumis ces propositions aux éditeurs de manuels scolaires.

Le Monde, 18/VI/1976 ; C.P.

Descripteurs EUDISED : programme d'enseignement ; innovation ; enseignement primaire ; enseignement secondaire ; objectif pédagogique; emploi du temps ; France.

FRANCE : UNE NOUVELLE POLITIQUE CONCERNANT LES MANUELS SCOLAIRES

La mise en oeuvre progressive de la réforme du système éducatif à partir de la rentrée 1977 comportera l'introduction de nouveaux programmes d'enseignement, ce qui ne manquera pas d'avoir des répercussions sur les contenus,voire la conception même, des manuels scolaires. D'autre part, le ministère de l'Education s'est engagé à fournir gratuitement aux élèves les manuels scolaires de la classe de sixième (en 1977-1978) à celle de troisième (en 1980 - 1981), c'est-à-dire à l'ensemble du premier cycle secondaire. Pour régler ces problèmes, une circulaire a été publiée, mi-juillet, par le ministère de l'Education, sur le choix des manuels scolaires dans les établissements secondaires. Nous en donnons le résumé suivant :

Les manuels scolaires ne répondent pas toujours aux besoins réels des élèves. Certains manuels confondent des éléments qui sont destinés aux élèves et d'autres qui s'adressent exclusivement aux professeurs. Il en résulte des ouvrages d'une grande qualité scientifique mais souvent trop complexes. Il est également apparu que la présentation de certains ouvrages était trop luxueuse et que l'on abusait notamment d'illustrations dont l'intérêt pédagogique n'apparaissait pas toujours. Les manuels doivent être un outil destiné exclusivement aux élèves, précise la circulaire, ils doivent être de maniement aisé et mettre l'accent sur les notions essentielles en se gardant d'une formulation trop complexe. Ils doivent enfin éviter d'enfermer professeur et élèves dans une démarche trop contraignante. D'autre part, les documents (textes ou images) et les exercices devront être exclus des manuels et regroupés dans des ensembles à part, qui seront fournis par les centres de documentation des établissements.

Parallèlement, le ministère veut agir sur les prix. Désormais obligés de fournir tous les manuels, les établissements scolaires recevront l'an prochain, pour la classe de sixième, cent trente francs par élève, un crédit global de cent vingt millions de francs étant prévu au budget 1977. Ces crédits devraient, selon les calculs de l'admi-

nistration, correspondre au coût des manuels. Les établissements recevront, en plus dix francs par élève pour les autres documents utilisés collectivement.

Ces dispositions ne sont cependant qu'une première étape. Le ministère compte, en effet, engager de nouvelles discussions avec les éditeurs sur deux points : les ouvrages destinés aux enseignants et les "spécimens" dont la distribution quasi gratuite aux enseignants contribue à alourdir le prix des manuels. Pour réduire l'ampleur du phénomène et permettre aux éditeurs de faire connaître leurs ouvrages et aux enseignants de faire leur choix, le ministère serait disposé à faire acheter quelques exemplaires par les centres de documentation des établissements scolaires.

L'administration elle-même entend prendre pied sur le terrain de l'édition en publiant des livres ou des documents à l'intention des enseignants. L'une des tâches du Centre national de documentation pédagogique récemment créé, sera de produire ces nouveaux documents, intermédiaires entre les "instructions" traditionnelles de l'inspection générale et les manuels : commentaires, conseils, explications, exemples d'exercices. Ce sera la première esquisse d'un matériel destiné à la formation continue des enseignants.

Cette nouvelle politique va sans doute bouleverser les conditions de fonctionnement de l'édition scolaire, et même de la distribution des livres : le ministère, en incitant les chefs d'établissement à obtenir les plus fortes remises possibles, va sans doute favoriser les grosses librairies qui ont les moyens de le faire. En contrepartie, la réforme des programmes va ouvrir aux éditeurs un énorme marché pendant les quatre années à venir mais la concurrence sera vive, surtout dans les domaines où les manuels proposés au public sont très nombreux.

Les projets du ministère risquent de ne pas inquiéter seulement les éditeurs. En raison de la modicité de la subvention prévue pour les centres de documentation, les parents n'auront-ils pas à payer une partie des documents annexes du manuel ? Les professeurs, eux, devront se conformer à une nouvelle procédure de choix des manuels : les listes qu'ils présenteront devront être examinées par le Conseil d'administration de l'école et ensuite soumises à l'inspecteur d'académie. L'intervention de ce dernier fait déjà parler de "liste officielle", voire craindre un "contrôle idéologique" par les responsables des syndicats d'enseignants, qui par ailleurs, approuvent la nouvelle forme de manuels proposés par le ministère.

Le Monde, 8/IX/1976 ; Bulletin Officiel de l'Education, n° 28 du 15/VII/1976; C.P.

Descripteurs EUDISED : manuel d'enseignement ; édition ; centre d'information ; coût ; enseignement gratuit ; France.

FRANCE : RELANCE DE L'APPRENTISSAGE

Afin d'améliorer l'emploi des jeunes et de développer l'artisanat, le gouvernement a pris, mi-juin, un certain nombre de mesures en faveur de l'apprentissage. Celles-ci sont de quatre ordres.

- Simplification de l'agrément et du contrat d'apprentissage. Actuellement, les entreprises qui accueillent des apprentis doivent être au préalable agréées par les comités départementaux de la formation professionnelle et de l'emploi. Cette procédure est considérée comme trop lourde et susceptible de dissuader les employeurs

de faire appel à des apprentis. Le gouvernement a donc décidé de l'alléger. Ainsi, l'agrément acquis, le chef d'entreprise n'aura plus à le renouveler pour chaque apprenti. Pour les mêmes raisons, le contrat d'apprentissage sera simplifié et les délais exigés pour sa conclusion seront raccourcis.

- Prise en charge par l'Etat des cotisations patronales de sécurité sociale. A l'avenir, l'Etat prendra à sa charge la part patronale des cotisations de sécurité sociale pour chaque apprenti, la part ouvrière devenant forfaitaire. Cette mesure remplacera le système, assez compliqué, de "ristourne" sur la taxe d'apprentissage.

- Amélioration de la formation. Le gouvernement souhaite renforcer le corps des inspecteurs d'apprentissage, qui ont notamment pour tâche de veiller à la bonne exécution, par les employeurs, des engagements souscrits à l'égard des apprentis. Il souhaite également améliorer le financement du fonctionnement des centres de formation d'apprentis, développer les classes préparatoires à l'apprentissage et élargir leur recrutement. Créées en 1972, ces classes accueillent actuellement les élèves âgés de quinze ans, issus des classes de cinquième ou de quatrième (2e et 3e années d'enseignement secondaire) et qui, déjà motivés par un métier déterminé, désirent abandonner l'enseignement général pour entrer en apprentissage à l'âge de seize ans. L'enseignement dispensé dans ces classes est de type alterné : enseignement général (1/3 à 2/3 de l'horaire) et stage en entreprise (1/3 à 2/3 de l'horaire). Enfin, les programmes des certificats d'aptitude professionnelle (C.A.P.) seront révisés afin d'augmenter les chances des apprentis par rapport aux élèves de l'enseignement technique : le taux de réussite aux C.A.P. est actuellement d'environ 50 % pour ceux-ci et de 40 % pour les apprentis.

- Concertation avec les professionnels. Afin de mieux coordonner leur action et celle du secteur privé, les pouvoirs publics signeront des contrats avec les branches professionnelles, pour préciser notamment la progression des effectifs d'apprentis dans chaque secteur,la création de nouveaux centres de formation, les modalités d'organisation et la durée des différentes formations.

Jusqu'à présent, l'extention de l'apprentissage s'était heurtée à deux facteurs : les hésitations des employeurs et le manque d'enthousiasme des jeunes. Grâce aux mesures qu'il vient d'annoncer, le gouvernement espère convaincre les premiers, surtout les artisans qui accueillent environ la moitié des deux cent mille apprentis. Les réticences des seconds s'expliquent par les conditions de travail de beaucoup d'entre eux, parfois utilisés à des tâches qui n'ont qu'un lointain rapport avec la qualification qu'ils sont censés acquérir. Certains, malgré les règlements en vigueur, travaillent même cinquante heures pour un salaire dérisoire.

La commission éducation-formation du VIIe Plan a donc recommandé que le corps d'inspecteurs soit renforcé et passe de cent trente inspecteurs actuellement à trois cent trente en 1980. On espère au secrétariat d'Etat à la formation professionnelle que le ministre des finances suivra cette recommandation. On prépare également au secrétariat d'Etat, un projet visant à améliorer les conditions de rémunération.

Le Monde, 11/VI/1976 ; C.P.

Descripteurs EUDISED : apprenti ; apprentissage professionel ; formation professionnelle ; France.

FEDERAL REPUBLIC OF GERMANY : HOW TO RECONCILE BROADENING ACCESS AND RAISING ACADEMIC STANDARDS ?

In mid-September the Board of the Central Office for the Admission to Higher Education decided that from the 1977 summer semester onwards the numerus clausus procedure would be abolished in the case of 24 study courses. Under this procedure study places were allocated, partly according to marks obtained by the individual candidate in the school leaving examination (the Abitur), partly according to his or her place on a waiting-list which comprised weaker candidates from previous years (see News-letter 5/72).

The 24 study courses to which all candidates with Abitur or an equivalent certificate will be admitted, comprise a first group of thirteen, e.g. chemistry, mathematics, physics, civil and mechanical engineering; for admission to these courses candidates may apply directly to the university of their choice. There is a further group of eight subjects where all candidates will be admitted, but not necessarily at the university of their choice ; they have to apply to the Central Office which than admits them to a university. This group comprises academic subjects such as accountancy, geography, sociology and informatics. Finally, there is a group of three subjects, namely law, pedagogics and economics, where the decision on whether they will be in the first or in the second group will be taken in October 1976.

However, on account of the teacher surplus all courses chosen by candidates wanting to become teachers remain subject to the numerus clausus procedure even if the academic subject in question belongs to a group with open admission : the future teacher concludes his or her studies by sitting a state examination and the course differs slightly from the normal academic course. Furthermore, there is a hardcore of 15 courses for which the numerus clausus is maintained, e.g. medicine, pharmany, architecture, biology, psychology and social work. To be admitted at present a candidate must have obtained an average mark of 1.6 in medicine, 1.7 in pharmacy and psychology, 2.2 in biology, etc. (one representing the best mark and four the pass mark), or have waited, in the case of medicine, for a place since 1970 and have an average mark of 3.8.

The decision to abolish, at least partly, the very unpopular numerus clausus procedure was not only taken under pressure from all political parties on the eve of the general election in October, but resulted also from prolonged discussion in all academic bodies who agree that selection under this procedure is unsound and has to be revised, although they differ on the modalities of revision.

RECOMMENDATIONS ON SCOPE AND STRUCTURE OF TERTIARY EDUCATION

As regards admission policy the recommendations of the Wissenschaftsrat, the Council for the Sciences and Humanities, which were published in June, carry great weight. The Council comprises well-known academics and representatives of the Federal and Länder Governments. The 130-page "Recommendations on scope and structure of tertiary education" are a well-balanced and well-documented blueprint for a future post-secondary system based on open access and diversification.

The Council assumes that in the years to come 27 per cent of an age-group will have obtained the necessary qualification for higher education and that 95 per cent of them will seek admission. This high alternative results in a total student number of 1.1 million by 1985. There are also lower alternatives of which the lowest is based on 23 and 75 per cent respectively, with a total of 750,000 students by 1985. The highest alternative is retained as all others imply that there would

be a considerable increase of training places for school leavers in industry and commerce which is regarded as improbable. In the case of the highest alternative some 250,000 additional students have to be accommodated : 750,000 study places exist at present, 50,000 are under construction and another 50,000 are planned - 850,000 should be the limit of growth, as between 1985 and 1990 the smaller age cohorts of the mid-sixties will reach the university.

To cope with this situation, it is necessary to restructure post-secondary education, the Council stresses. The core of the problem is that the contents and methods of the elitist university which catered for some 5 per cent of an age group, have remained unchanged. The result is the continuous prolongation of studies : 5.4 years on average for all graduates, 6 years for teacher students, etc. in 1974. If all students completed their studies within the prescribed duration the total number of students would decrease by 23 per cent.

The Council, therefore, recommends a diversified structure offering a greater variety of short cycle courses parallel to longer studies, a duration of 3 to 4 years for completing the first degree and the introduction of post-first-degree studies for the minority of research-oriented students. This would make it possible to accommodate all school leavers who have passed the leaving examination and who wish to pursue their studies - although certain subjects, like medicine and biology, would have to remain subject to numerus clausus. The Council goes into great detail in formulating these recommendations for the various courses and subjects, proposes a time-schedule for the reform and assesses its financial implications.

The Council is, however, well aware of the difficulties of achieving diversification. Most attempts to design new short-cycle courses have failed - being unattractive to students or useless to employers. The Council analyses the reasons for these failures and calls for renewed intellectual and political efforts by all concerned to solve the problems.

THE HEISENBERG PROGRAMME

How sceptical the academic community remains as regards an effective reform of higher education, how much they fear a lowering of academic standards in overcrowded universities and colleges - inflation plus stagnation, well-known characteristics of the present-day economy - is brought home by the fact that the five leading academic organisations have in August proposed a special programme (the "Heisenberg programme", named after the atomic physicist and Nobel prize winner) for the promotion of young academics. The five organisations are the Max-Planck Society, the Research Association, the Vice-Chancellors Conference and finally the Working Group "Grossforschungsinstitute" and the Science Council.

The programme is in two stages. It proposes the creation of "Heisenberg fellowships" for young researchers of 25 to 30 years of age who are already working on a project and who would receive for a three-year period an extra grant of 4,000 DM annually for scientific equipment, books and travel. 300 such fellowships should be granted. In the second stage, by selection among the fellows, 200 "Heisenberg professorships" would be created for researchers in all fields who are not older than 33 and have qualified for Habilitation or an equivalent degree. They would receive a salary of 62,000 DM per year until they find a post in a university or elsewhere. The ten-year programme would cost 13 million DM in the first year and a maximum of 124 million DM in the tenth year, to be covered by the Federal and Länder Governments jointly - a relatively small sum compared to the total education budget in 1975 of 56.2 milliards of which higher education alone accounted for 14.5 milliards.

Whether this programme has any chance of being implemented in the present budgetary situation is doubtful, despite having met with approval in all quarters. The present average age of permanent academic staff is under 45 years. The staff renewal rate is at present running at the level of two per cent and is likely to continue to do so. Four per cent is the minimum, say the experts, and the Heisenberg programme, if implemented, would at least raise this figure to three per cent.

Akademischer Dienst, 14/VII, 18/VIII/1976;v.M

EUDISED descriptors : access to education ; numerus clausus; standard; university; promotion; research fellowship; Federal Republic of Germany.

FEDERAL REPUBLIC OF GERMANY : A LEVY TO PROMOTE THE PROVISION OF TRAINING PLACES

After two and a half years of controversy as regards the reform of vocational education, the Federal Government in May rewrote its Bill (see News-letter 1/75 and 1/76) to make it independent of the approval of the Second Chamber in which the opposition has the majority. The new Bill was hurriedly enacted by the Federal Parliament just before the summer recess and entered into force on 1 September.

All educational matters on which the Länder and thus the Second Chamber have their word to say have been eliminated in the new "Law to promote the provision of training places". It will, however, deeply influence the whole field of apprenticeship training - there are at present some 500,000 apprentices in business, crafts and industry - by the finance system it introduces. From now on, all firms the wage bill of which exceeds 400,000 DM per year (a sum corresponding to some 20 employees), have to pay a levy of 0.25 % of their wage bill. The levy is due as soon as the total number of training places offered does not exceed by 12.5 % the demand of adolescents for such places - as is the case at present. The levy is to be paid into a central fund and will be used to allocate grants to individual firms which continue to train apprentices (on average a grant of 1,000 DM per place) or which offer additional training places (on average 5,000 DM).

The law creates a Federal Institute for Vocational Training in which the existing Federal Institute for Vocational Education Research with its 300 employees and the Federal Commission for Vocational Education which supervises the content of apprenticeship training, are to be merged. The executive committee of the new institute, comprising representatives of both employers and trade unions, will advise the Federal Government on all matters of vocational training. The Institute will also pay the levy to the individual firms.

Finally, the law makes provision for a regular statistical survey of vocational training to be established at the Federal Statistical Office. The data will be used in preparing the annual report on vocational training which the Federal Government is requested by the law to submit to the Federal Parliament.

A second Bill which is still to be passed by both houses of Parliament, aims at ensuring a standard practice by the Länder for collecting and administering the funds raised through the levy.

Whereas the trade unions welcomed the levy imposed by the law, the employers claimed that it would place the greatest financial burden on those firms which have hitherto trained most apprentices. It would have to be paid from their existing training budgets, and would therefore mean a reduction instead of an increase in the number of apprenticeships offered. The law would therefore not ensure the supply of some 200,000 additional training places needed for the school-leavers from the big age-groups who will be coming on to the labour market in the next five years.

Informationen Bildung Wissenschaft, 24/VI/1976 ;
The Times Educational Supplement, 16/VII/76 ; v.M.

EUDISED descriptors : vocational training ; apprentice ; apprenticeship ; educational provision ; Federal Republic of Germany.

FEDERAL REPUBLIC OF GERMANY : EDUCATIONAL REFORM AND THE LAW

The reform of the upper-secondary general school has from the outset been regarded as the masterpiece of recent educational reform in the Federal Republic. Elaborated by numerous working groups of the best teachers and inspectors, co-ordinated by the School Committee of the Conference of Länder Education Ministers, it introduced a new style into the upper classes of the Gymnasium : the pupil was offered a broad choice of options together with a reduced number of obligatory subjects, to be taken according to his preference at advanced or basic level ; he sat the Abitur in four subjects of which two had to be optional subjects at advanced level. Thus his learning should be motivated by his interests and contribute to self-responsibility and self-fulfilment. The Ministers adopted the reform by means of a resolution (see News-letter 4/72), and the reform was gradually introduced in all eleven Länder by administrative decrees.

However, the reform was from the very beginning perverted by numerus clausus : pupils chose not the subjects that really interested them but those in which they hoped to obtain the best marks, and rote-learning and drudgery took the place of self-responsibility and self-fulfilment. Now the reform has been dealt another deadly blow. In August, a court in Hesse ruled that the reform was illegal as it could only have been introduced by law. The court held that matters of such fundamental importance needed to be enacted by the Parliament of the Land concerned.

At an extraordinary session in mid-September the Education Ministers confirmed their intention to pursue the reform, but postponed a decision on the legal problems which, they felt, needed further study. It is thus left to each Education Minister to introduce in the Land concerned the legislation which the majority in power will be prepared to enact.

It is obvious that this will endanger the uniformity of the upper-secondary general school and of its leaving examination which is recognised by all Länder for access to higher education. It is also to be feared that this development may lead to a growing politisation of educational matters and to an ever more rigid control by the courts, thus limiting local autonomy, participation and innovation throughout the education system.

Akademischer Dienst, 14/IX/76; Press Notice of 14/IX/76; v.M.

EUDISED descriptor : upper secondary ; legislation ; reform of education ; Federal Republic of Germany.

GREECE : MAJOR REFORMS TO STRESS VOCATIONALISM AND LIMIT ACCESS TO HIGHER EDUCATION

The Government's drastic reforms in secondary education (see Newsletter 1/76) will go into effect from the school year 1976/77 and will be completed within five years, according to an official time-table issued recently.

The main thrust of the reforms is aimed at channelling pupils towards technical and vocational education and away from the over-crowded universities.

Another major change is the adoption of the demotic Greek language at all levels of secondary education. Next year, the first form in secondary school will be taught ancient Greek authors from authorized translations in the simple demotic, rather than from the original text.

As for the coming school-year the existing six-form gymnasia will be divided into secondary school and lycée (for upper secondary education) each operating independently with three forms. From next year there will be entry examinations for the lycée on a nationwide scale. It is at this stage that pupils will be given the choice of going to a lycée for general education, or to a classical or a technical lycée.

The general education lycées will be much along the lines of present-day gymnasia where the emphasis is on science rather than literature. The classical lycées will focus on the humanities, history and foreign languages. The vocational lycées will concentrate on training pupils in a variety of technical skills with a sound sprinkling of general education.

Graduates from the general and the classical lycées will in future be admitted to higher education on the basis of marks obtained in the last two forms. The present university entrance examinations will be abolished by 1980. Graduates from the technical lycées will be able to continue in higher technical colleges without entry examinations. Those who wish to pursue their studies at university may do so but only after graduating from these colleges.

Another important reform is the gradual introduction of nine years' compulsory education. By 1980 it will have become fully effective.

The government has also taken drastic measures to deal with one of the most complex and thorny problems the country is facing, namely the overcrowding of the universities. In June it was decided to limit the number of vacancies in higher education for the coming academic year to 19,380 - 10,820 in universities, 7,060 (as compared with 4,300 in the present academic year) in the higher technical colleges and 1,500 in teacher colleges. For these vacancies 80,805 registered candidates will compete by sitting the entrance examination : only one candidate in four will have the chance to get admitted and only the wealthy candidates will be able to afford the cost of going to universities and colleges abroad. Draft legislation is also being prepared to limit the number of enrolments for a second degree to one-fifth of admissions to the first degree.

There were angry demonstrations by students and parents, but the government has remained firm on this issue. Mr. A. TALIADOUROS, Under-Secretary for Education, said : "The universities can take no more. Overcrowding is a threat to the standards of education. The number of new admissions has been reduced to the level recommended by universities and also to the requirements of the labour market. There are thousands of university graduates out of work today. What Greece needs at the moment is technicians, so we decided to almost double vacancies in technical colleges".

The main reasons for this unpopular policy is that reports from universities emphasise the serious risks created by the disparity between the number of students and staff as well as class and laboratory facilities. It was feared that, at a time when Greece was hoping to join the European Communities, Greek degrees might no longer be recognised by European universities.

The Times Higher Education Supplement, 25/VI/1976 ;
The Times Educational Supplement, 30/VII/1976 ; M.B.

EUDISED descriptors : university ; access to education ; vocational education ; technical education ; secondary education ; graduate ; Greece.

IRELAND : PREPARATION OF LEGISLATION FOR THE POST-SECONDARY SECTOR

Those involved in the preparation of legislation embodying a wide-ranging series of government decisions on the future of higher education face what is certain to be an increasingly tight race against time, if the measures are to reach the statute books within the lifetime of the present administration.

Fundamental decisions on higher education were, in fact, announced as long ago as December 1974 (cf. News-letter 1/75). One of the reasons why they have not been implemented is that the government does not tie itself to a tight parliamentary timetable. It is not unknown for bills which have been introduced comparatively early in a parliament's life to remain on its order paper, uncompleted, at the end of the government's term of office. Another reason is that the decisions were published in some haste, apparently to avoid premature press leaks, and were not linked to any White Paper or prelegislative document indicating the details of what promised to be a very complicated scheme, namely the unification of all third-level educational institutions under the general umbrella of the universities. Furthermore, the coalition government has tended to proceed on the basis of numerous organisations and arrangements of an ad hoc nature, leaving the legislation merely to put the finishing touch to the overall structure.

In this way, a great deal of the groundwork for the legislation has already been carried out, not without political opposition, however. The Fianna Fail opposition party is committed to a strengthening of the technological sector prior to any ending of the binary system. Some members of the Labour Party, the junior party in the coalition, would probably prefer a similar approach.

The restructuring of the National Council for Educational Awards can be seen as a step towards removing the binary system in that in its new form the Council is shorn of its power to validate degree-level work in addition to diploma and certificate qualifications. It will, however, be a delicate task to frame legislation for the creation of an appropriate institutional arrangement to oversee the collaboration of often intensively competitive university institutions.

The Times Higher Education Supplement, 10/IX/76; W.F.B.

EUDISED descriptors : higher education ; post-secondary education; administrative structure ; legislation ; Ireland.

IRELAND : MORE SUPPORT PLANNED FOR THE PRIVATE SECTOR

New legislation to govern the primary and post-primary schools is under active consideration in the Department of Education, according to Mr. Richard BURKE, Minister for Education. Addressing the annual conference of convent secondary school principals and managers, he said that the main thrust of such legislation would be to safeguard the grant-aided, private secondary schools, most of which are run by religious orders, and to insist that all schools in receipt of public funds should provide religious education.

Mr. Burke said that one of his motives in introducing the legislation would be to cope with some of the problems and misunderstandings which had arisen from educational changes. He was referring indirectly to charges by the secondary school authorities that they were being discriminated against financially in favour of the vocational, community and comprehensive schools. Mr. Burke made it clear, however, that the religious-run schools would continue to operate under some form of public finance restriction because of their private nature.

Mr. Burke went into greater detail about the proposed arrangements for religious education. This would be denominational in character. Schools receiving public funds would provide such denominational religious instruction as the parents wanted, but pupils would be able to opt out if they had written authorization from their parents. The right to decide whether the religious instruction being given in any particular school was in accordance with the beliefs and practices of the religious denominations concerned would be a matter for the denominational authorities, not for the school itself. In other words, the religious instruction in the school, although paid for by the State, would effectively be supervised by the denominations.

This may create problems for some schools, notably the handful of new comprehensive schools under Protestant management, which have been experimenting with integrated forms of religious education, and which have varying approaches to the problems caused by requests (sometimes from the Catholic Church authorities rather than from Catholic parents) for the provision of denominational instruction.

Legislation along the lines indicated by Mr. Burke would be the first major initiative in this area for half a century.

The Times Educational Supplement, 9/VII/1976 ; W.F.B.

EUDISED descriptors : religious education ; catholicism ; protestantism ; church ; private school ; Ireland.

ITALIE : DETERIORATION DE LA SITUATION UNIVERSITAIRE ET FIN DU LIBRE ACCES AUX ETUDES MEDICALES ?

Selon un rapport établi à la demande du gouvernement et émanant du C.E.N.S.I.S. (Centro Studi Investimenti Sociali), la politique universitaire italienne qui consiste, depuis 1964, à ouvrir l'université, sans limitation, à tous ceux qui ont terminé leurs études secondaires, aurait échoué et cela pour plusieurs raisons. D'abord, toutes les classes sociales ne bénéficient pas des mêmes possibilités quant à l'instruction universitaire : si le nombre des étudiants, depuis douze ans, s'est accru de presque 150 %, la proportion des

étudiants, fils d'ouvriers ou de paysans, est restée constante. Le tableau ébauché par le C.E.N.S.I.S. apparaît, en fait, assez sombre : universités surpeuplées incapables de faire face à l'éducation de masse, étudiants qui ne voient en elle qu'une "voie de garage" précédant le chômage. Le seul point positif qui apparaît dans le rapport est la nomination de 2.500 nouveaux professeurs l'an dernier, ce qui a permis d'approcher, sans toutefois l'atteindre, un rapport étudiants/enseignants acceptable.

La critique la plus grave concerne l'échec de l'action gouvernementale quant à l'égalité des chances dans l'enseignement supérieur. Dans ce domaine, le système des bourses attribuées par l'Etat aux étudiants, seul moyen pour l'assurer, se serait révélé inadapté et aurait entraîné un gaspillage d'argent assez considérable. Selon le rapport, les autorités responsables se seraient montrées trop "pointilleuses" quant au mérite intellectuel des étudiants et pas assez strictes quant au contrôle de leur situation financière réelle, de sorte que les enfants de travailleurs ou d'ouvriers non-qualifiés n'auraient pas pu bénéficier de possibilités égales à celles, par exemple, des enfants d'enseignants, de techniciens ou de commerçants. Dans bien des cas aussi, les boursiers perçoivent leur argent trop tard pour pouvoir en faire usage au moment voulu. Quant aux étudiants d'origine sociale modeste, même lorsque ceux-ci reçoivent le montant de leur bourse dans les délais prévus, ils éprouvent plus de difficultés pour leurs études que leurs collègues appartenant à des classes sociales privilégiées, même lorsque ces derniers ne sont pas boursiers. Cet état de chose serait dû, selon le rapport, à la pauvreté culturelle de leur milieu.

Le nombre des étudiants, après s'être stabilisé de 1973 à 1975, a augmenté à nouveau de 6,1 % en 1975, atteignant ainsi le chiffre de plus de 700.000 étudiants dans les universités, soit un excédent de 300.000, compte tenu des possibilités d'accueil. Mais ces chiffres n'expliquent pas à eux seuls la crise actuelle des universités. L'incapacité de beaucoup d'étudiants à s'adapter aux exigences ainsi qu'aux méthodes et conditions de travail universitaires a une incidence directe sur la crise des universités.

A Milan, par exemple, le chiffre de 60.000 étudiants va sans doute être dépassé cette année. La situation est particulièrement problématique pour la faculté de médecine qui regroupe, à elle seule, 30.000 étudiants, la moitié des inscriptions à l'université, et dont les 20 amphithéâtres, les six laboratoires et le centre audiovisuel ne suffisent plus pour accueillir l'ensemble des étudiants concernés. Parmi les inscrits en médecine, il y a 9.000 étudiants étrangers, chiffre qui correspond au numerus clausus en vigueur dans les pays d'origine de ceux-ci. Ce phénomène tend d'ailleurs à se généraliser en Italie, comme en témoignent les chiffres suivants : en 1963, on comptait 18.394 étudiants inscrits en médecine dans la péninsule ; ce chiffre est passé, l'an dernier, à 137.748. En Lombardie, on compte aujourd'hui un médecin pour 416 habitants, et si le nombre des inscriptions poursuit sa progression au rythme actuel, le rapport sera, à plus ou moins long terme, d'un médecin pour 200 habitants. Les prévisions globales montrent qu'il y aura vers 1980 un médecin pour 500 habitants en Suède et pour 625 en Grande-Bretagne, mais en Italie un médecin pour 310. Il est à prévoir que seulement la moitié des étudiants actuellement inscrits en médecine trouveront un emploi dans leur profession.

Cette situation a amené le premier ministre, Monsieur G. ANDREOTTI, à demander dans son programme gouvernemental, de mettre fin, en ce qui concerne les études médicales à douze années de libre accès. Une politique de "nombre programmé", de numerus clausus serait introduite après les deux premières années d'études médicales, qui constitueront un premier cycle. Le nombre d'étudiants à être admis au deuxième cycle de quatre années serait décidé par les ministères de l'éducation et de la santé en coopération avec les régions et d'après les besoins réels du pays. L'entrée au deuxième cycle s'effectuerait selon les notes obtenues au premier cycle.

Les étudiants qui ne seraient pas admis, pourraient se décider entre deux alternatives : suivre soit un cours de deux années en soins hospitaliers et administration médicale, soit un cours de trois années en technologie de laboratoire.

Ce projet devra être approuvé par la législation parlementaire, il n'entrera donc en vigueur qu'à longue échéance.

The Times Higher Education Supplement, 17/IX/1976 ;
Corriere della Sera, 18/IX/1976 ; D.P.

Descripteurs EUDISED : médecine ; médecin ; accès à l'éducation ; études universitaires ; numerus clausus ; égalité de chances ; bourse d'études ; Italie.

NETHERLANDS : TOWARDS THE BASIC SCHOOL

It is expected that by 1983 nursery and primary education will be merged to form a new basic school for 4- to 12-year-olds (cf. News-letter 3/75). Outlining his plans in June, Mr. J. VAN KEMENADE, the Education Minister, said that the removal of the threshold between nursery and primary education would mean that education would become an unbroken process, the new basic school forming one organic unit.

Compulsory education will be extended to start at the age of five, and four-year-olds will be able to attend the new school, if they so wish. It is not anticipated that this will create accommodation problems, since in practice 97 % of five-year-olds and 90 % of four-year-olds are already attending nursery schools. The Minister is, in fact, providing a legal framework for educational developments which have been under way for a very long time.

The new system will give emphasis to flexibility. For each subject taught, groups will be formed according to ability, and learning material will no longer be geared to one specific school year. Under the planned new system, children with learning difficulties will not have to repeat classes or be sent to special schools. At present about 10 % of first year primary pupils are kept back every year. New subjects will be introduced into the curriculum ; these include English, and a broad range of creative activities.

Efforts in 1970 to establish a basic school had foundered because of opposition to the fact that provision had not been made to extend the basic school to cover nursery education and to the fact that parents were accorded little say in school matters. As regards the second point, it is the intention of Mr. van Kemenade that there should be school committees having a consultative role and on which parents would be in the majority. Parents would also be able to aid teachers by helping with certain activities in the classroom. In a

further effort to promote greater administrative democratization and decentralization it will be for the local authorities to ascertain educational needs. The school buildings themselves will become the property of the local authorities so that they may be better used to meet local socio-cultural needs.

It is intended that any distinction between nursery school teacher and primary school teacher be removed (cf. News-letter 3/74). In this respect, an experimental training scheme for 1,000 future teachers in the basic school is being introduced, and an in-service training scheme lasting three to four years will begin in September 1977.

The Times Educational Supplement, 11/VI/1976; Uitleg, 466 ; A.K., W.F.B.

EUDISED descriptors : nursery school ; primary school ; entry to school ; beginning learning ; parent participation ; basic education Netherlands.

NORWAY : CO-ORDINATION OF TEACHER EDUCATION

The Committee on the co-ordination of teacher education, appointed in July 1974, has submitted its report to the Minister of Education. The Committee was directed to analyse the organizational, economic and administrative problems arising from a co-ordination of all teacher education. The Committee's basic recommendation is that co-ordinated teacher education should be based on existing institutions, but that there should be a greater sharing of tasks through a blurring of traditional frontiers.

In the Norwegian school system, there are three categories of teachers: the "laerer" who teaches at the primary level, to this group also belong teachers of practical and vocational subjects ; the "adjunkt" who teaches mainly at the lower secondary level, but sometimes at the upper secondary level too ; the "lektor" who teaches at the upper secondary level. Both the "adjunkt" and the "lektor" have completed university studies, the latter at a higher level.

In the Committee's view all teachers should have the possibility of acceding to the "adjunkt"/"lektor" levels. Less emphasis should be accorded to the relationship between level of study and teacher rank. True ability should be taken into consideration in matters of appointments and of staff utilization. The Committee recommends that a basic training course be developed, designed to impart general competence in teaching and which would be followed by all teachers in training irrespective of the schools in which they will later work. This basic core could then be supplemented by special studies according to particular needs (e.g. type of school, of educational goal etc.).

Compared with the situation that prevailed a few years ago, the secondary school teaching staffs nowadays have a more varied kind and level of training. Future development of the upper secondary school will, however, imply greater integration of the various teacher categories, and the Committee is anxious that teacher education in future should ensure the broad range of competence that this level of schooling will require.

The Committee recognizes that the divergence between institutions specializing in teacher education and those which have other tasks is likely to continue in future. It suggests that the institutions should work more closely together, particularly at the planning stage of studies. A re-evaluation of the theoretical aspects of teacher training dispensed at university is particularly recommended. Co-ordination should not, it warns, be taken for conformity. Institutions should respect each others' goals, traditions and experience. Where co-ordination initiatives have already shown a measure of success, they should be further developed and strengthened.

The Committee believes that in future there will be need for a thorough, long-term planning of teacher education so that every type and level of school is staffed by appropriately qualified teachers. It will be necessary to keep under review the number of teachers in training so as to ensure a balance between supply and demand. The role of central and regional organs should be closely defined, regional councils having in particular the duty to evaluate the various kinds of training needed locally. The Committee recommends that responsibility for pursuing further co-ordination in respect of teacher education should be assumed by the Council on teacher education.

Ministry of Church and Education.- Samordning av Laererutdanningen, NOW 1976 : 32 ; B.B.P.

EUDISED descriptors : teacher education ; Norway.

SPAIN : FREELY ELECTED RECTORS FACE THE UNIVERSITY PROBLEMS

When Madrid's Complutense University resumes work in October, the country's first freely elected rector (Vice-Chancellor) will be in office : Professor Angel VIAN was elected in June and confirmed by the Education Minister in September. Under the previous regime such posts were political appointments and for 37 years no rector was elected. It is expected that by the end of the year the election of rectors at all Spanish universities will be completed.

The new rectors will have to face grave problems. The spontaneous, unplanned and uncontrolled expansion of higher education seems to have brought the country to the limits of its financial possibilities. There is also the risk that standards in teaching and research may detoriate, in particular if the newly created universities cannot be staffed and equipped adequately within the next few years. The rate of students who leave the university without having obtained a diploma or degree, has now reached an average of about 50 %. At the same time the duration of studies is increasing, and there is growing underemployment and unemployment of graduates. All these developments underline the widely felt need, to re-examine the present provision of post-secondary education.

Before the reform of 1970 there were five- to six-year courses with a rather rigid curriculum at the university faculties and the higher technical colleges. In order to broaden access to higher education and to achieve greater equality of opportunity, the 1970 reform divided higher education into stages ("ciclos") and created the university colleges (escuelas universitarios) parallel to the faculties and higher technical colleges. The latter offer a three-year course of general studies followed by a second stage of at least two years of specialised studies which lead to an academic degree. A third stage

is provided for those who prepare for an academic career. The university colleges, which offer a three-year course leading to a diploma, are in reality the former teacher training colleges, commercial colleges and middle-level technical colleges which have by the reform been incorporated into the university.

This enormous expansion of university education has, first, created difficulties on the staff side. Most teaching at the universities is done by teachers holding temporary contracts who work long hours for small salaries. The present relationship between professors with permanent tenure and staff without tenure is 20:80.

Secondly, there is a growing imbalance in the new system. Whereas enrolment figures for the university colleges are decreasing, those for the faculties and higher technical colleges are increasing. As both institutions require completion of secondary education for admission, the majority of students prefer to become, for example, a senior engineer (ingeniero superior) after five years than a middle-level engineer (ingeniero técnico) after three years - hoping for increased pay and status. It is also to be expected that further post-secondary institutions like those which train social workers or prepare for middle-level health professions will press for incorporation into the university and thus aggravate the imbalance.

Finally, considerable difficulties of both an academic and practical nature persist as to the definition of the course content for the three-year stage and that for the following stages and in respect of their relationship to the labour market. In most university subjects the first years are devoted to general studies - eg in law to Roman law, history of law and natural law - and only the final years to studies which are practice-oriented, eg procedural law, labour law, etc. Thus students who leave the university with a diploma after three years of such general studies have great difficulties in finding a job.

In Spain, as in all other European countries there is an increasing demand for new types of qualifications of a rather high scientific and technological standard which are based on completed secondary education but are not provided for in the traditional university courses. There is therefore a need for non-university post-secondary education, whether inside or outside the university, which allows for a greater integration of theory and practice and for alternation between periods of study and periods of work. On the other hand, it is more and more felt that the university must rediscover its true role as an institution for creating knowledge and stimulating intellectual life.

The Times Higher Education Supplement, 10/IX/1976;M.B.

EUDISED descriptors : university ; standard ; dropout ; teaching personnel ; length of studies ; post-secondary education ; Spain.

SWEDEN : EDUCATIONAL AND CULTURAL POLICY OF THE NEW GOVERNMENT

The policy of the new government under Mr. THORBJÖRN FÄLLDIN was outlined to parliament at the beginning of October. As regards the policy to be followed in educational matters, Mr. Fälldin said that reform of the school system would be pursued, account being taken of pupils' abilities and interests. Small schools and smaller classes would be encouraged. The comprehensive school should aim at providing a sounder basic knowledge and more practical vocational guidance.

There should be closer contact between school, working life and society at large. Through an increase in local participation in decision-making, teachers, pupils and parents should have greater influence in school matters. The evaluation system in the comprehensive and upper secondary school will be reformed. Reform at the higher education level should concentrate on content. Recent proposals for the reorganisation of higher education will be reconsidered, for example in respect of the division of responsibilities between regional and local authorities. There will be no generalized system of numerus clausus. The financing of study opportunities to meet social needs will be reformed. Resources for research at higher education institutions will be increased.

As for policy in cultural matters, support will be reinforced and at the same time decentralized. Support for literature will be reformed, and the economic situation of "creators of culture" will be improved. Proposals will be submitted to parliament in respect of a reorganization of broadcasting and television so as to satisfy the demands for decentralization and for objectiveness.

Mr. J.E. WIKSTRÖM has been appointed education minister, and like his predecessor, Mr. B. Zachrisson, will have particular responsibility for higher education, research, adult education, cultural matters, broadcasting and television. He has said that many problems facing higher education are unsolved. Higher institutions should be a source of impartial research. The opinions of students and university teachers should be heeded, and efforts made to put a stop to the bureaucratization of higher education. As for the recently decided regional structure for higher education, this would remain, it now being too late to change. Mr. Wikström maintains that financial support for culture has been too small and too selective.

Mrs. B. MOGÅRD, the new minister responsible for schools, will be working to achieve smaller schools, smaller teaching groups and greater flexibility in the school system, for example increased co-ordination between nursery school and comprehensive school and a greater variety in teaching methodology. She will aim also to achieve broader and more thorough consultations with teachers and to re-examine their initial and further training.

Svenska Dagbladet, 9/X/1976 ; B.B.P.

EUDISED descriptors : educational policy ; cultural policy ; government policy ; priority ; Sweden.

SWEDEN : FEWER STUDENTS OPTING FOR SCIENCE AND TECHNOLOGY COURSES

As many as one in two first-year university places in science and technology faculties are likely to be unfilled by the late 1970s, unless there is a reversal of present trends. A report from the Office of the Chancellor of the Universities forecasts that only 3,000 of the 14,400 pupils starting secondary courses in science and technology last year will apply for university places in these subjects when they leave school in 1978. About one-third of the science pupils and one-quarter of those taking technology are expected either to drop out or to change course before leaving school. Of the remainder most will either go into employment or apply for places in other faculties.

The report estimates, however, that about 6,000 new science and technology students will be needed annually by the late seventies. Allowing for a 25 % wastage rate, this would produce some 4,500 graduates-

the number needed to fill the 2,000 annual job turnover vacancies and to continue the recent employment growth rate in both private and State sectors.

The "science crisis" has been growing more acute each year since the late sixties. First year university enrolments in mathematics have fallen from 4,200 in 1969/70 to 1,200 in the last academic year. At the same time physics enrolments have dropped from 900 to 130, and those for chemistry from 950 to some 600. With one in three places in basic chemistry courses unfilled last year, there are growing worries about a fall in academic standards.

The crisis is being made even more pressing by the absence of any hidden reserves of scientific manpower. A survey by the Central Statistics Bureau has shown that the proportion of science graduates continuing with further studies as opposed to entering employment has fallen from 45 % to about 30 % over the last eight years, and that unemployment is negligible. Furthermore, 90 % of science graduates hold jobs for which their academic training is relevant, only 6 % being in jobs not related to their studies.

The Times Higher Education Supplement, 6/VIII/1976 ;
Office of the Chancellor of the Universities,
Press release, 2/VI/1976 ; B.B.P., W.F.B.

EUDISED descriptors : scientific studies ; technology ; trend report; demand for education ; university ; manpower need ; registration ; Sweden.

SWEDEN : SURVEY OF TEACHING MATERIALS AND COPYRIGHT AGREEMENT

In May Mrs. Lena HJELM-WALLÉN, in her capacity as Minister for Primary and Secondary Education and Teacher Training, authorized a survey of the teaching materials market to be undertaken by Mr. Bertil ANDERSSON, head of the National Institute for Teaching Aids Information. State responsibility is not confined to ensuring that schools are provided with textbooks and teaching material. It also has responsibility for seeing to it that such aids meet the intentions of the curricula, and thereby the educational goals set. The survey will not only cover the school sector but also the pre-primary sector, where as yet there has been no overall study of educational materials, even though State responsibility for this form of education is as great as for other sectors.

The result of the survey should be an overall picture of the teaching materials market, its development, extent and structure. Consideration will be given to the supply of textbooks and teaching aids in order to ascertain more precisely those areas in which the supply is adequate and those in which it is not. Production of teaching materials is for the most part in the hands of private firms, and it will be for the survey to analyse market structure, price trends, profit margins, level of competition and marketing resources.

The survey should also cover state activity in the field of teaching materials. This activity is for the most part channelled through :

- the National Institute for Teaching Aids Information and the Teaching Materials Committee of the National Board of Education, both of which advise on choice of teaching materials ;
- the Educational Programme Unit of the Swedish Broadcasting Corporation and the Commission for Radio and Television in Education (TRU) which specialize in audio and video teaching aids (cf.News-letter 3/75).

The survey will look into the manner in which teaching materials are chosen, for example the relative weight of influence of pupils and teachers in reaching a decision. Practical experience in the use of materials will also be sought.

Mrs. Hjelm-Wallén, commenting on the decision to undertake the survey, pointed out that significant changes had come about in the teaching materials sector, since it was last surveyed at the end of the sixties. There has been a trend towards concentration and specialization. On the one hand there are a few major producers, on the other a number of smaller companies have come to dominate certain sectors of the trade. Producers have entered new fields which they have identified as profitable, and yet there is a marked shortage of teaching materials especially designed for the needs of adult education and some upper secondary courses, since production for these purposes has not been considered sufficiently profitable.

One particularly delicate matter that Mr. Andersson is called upon to investigate is the use made of copied material in teaching. A new agreement concerning copyright matters has been concluded between the State and various organisations. It replaces the agreement of 1973 (cf. News-letter 5/73) and will be valid for the academic years 1976/77 and 1977/78.

It has been estimated that in the course of a school year some 500 copies are made for every pupil in the final years of the comprehensive school, and that for the upper secondary school the figure is between 500 and 700 per pupil. This gives an estimated cost of 100 million Sw. Kr. (salary costs excluded). In comparison, the 1974 budget for books and other printed material for the comprehensive and upper secondary schools was 225 million Sw. Kr.

The new agreement covers the schools under the authority of the National Board of Education. and is limited to copying for the purposes of teaching. The agreement does not extend to material published abroad nor to articles by foreign authors in the Swedish press. Among the clauses of the agreement, which enters into force as soon as a teacher wishes to make more than three copies, are the following :

- The teacher must need the copies for his own teaching during the following six months.
- He cannot produce more than one copy for each of his pupils and a few copies for his personal use.
- The copies must be needed as a complement to what is considered a normal supply of teaching aids at the school.
- In the case of certain items (eg books, musical scores) costing under six Sw. Kr. copying is not permitted.
- A teacher may not normally copy for the same pupils and during any one period of six months more than one-third (limit ten pages) of a work- or course-book,- for other items one-half with a limit of 20 pages.
- The State will pay for each copy made an agreed fee to the contracting organisations, and they will be responsible for the distribution of this money.
- To facilitate accounting, fees will be based on the amount of copying done in a 5 % sample of schools.

Ministry of Education and Cultural Affairs, Press release 20/V/76; Lärartidningen No. 24/1976 ; B.B.P.

EUDISED descriptors : teaching aids; textbook; publishing industry; survey; copyright; photocopies; Sweden.

SUISSE : PROJET DE LOI D'AIDE FEDERALE AUX UNIVERSITES ET A LA RECHERCHE

Début octobre, le Gouvernement fédéral a décidé de soumettre son projet de loi d'aide fédérale aux universités et à la recherche aux Chambres fédérales, le Parlement helvétique. Ce projet remplacerait dès 1978 la loi de 1968 qui a permis de distribuer 1.150 millions de francs suisses de 1969 à 1974, et 350 millions supplémentaires de 1975 à 1977. Ces subventions ont couvert 50 % des frais d'investissement et 17 % des frais d'exploitation des universités cantonales. Mais ces subventions apparaissent aujourd'hui à la fois insuffisantes et soumises à un système de répartition trop rigide et compliqué.

La réforme en cours devrait apporter une notable amélioration. Le projet fonde en une seule loi les nouvelles dispositions sur l'aide aux universités cantonales et celles sur la recherche, qui étaient soumises parallèlement à la consultation depuis décembre 1975. Le principal changement, en ce qui concerne l'aide fédérale aux universités, est lié au mode de versement des subventions. Jusqu'ici, les huit cantons qui entretiennent une université se sont partagés une somme globale fixée à l'avance pour six ans puis pour trois. Si la réforme est adoptée, ils recevront à l'avenir des subventions calculées sur le budget de leurs universités. Le communiqué de presse du Gouvernement fédéral mentionne qu'une somme de 400 millions de francs suisses serait prévue comme subvention aux dépenses d'investissement pour les trois années 1978 à 1980.

La nouvelle loi imposerait une planification commune et une élaboration concertée des budgets. Le Gouvernement fédéral pourra exercer ainsi un droit de regard sur les dépenses au moment des prévisions et non plus, comme jusqu'ici, lorsqu'il s'agit de régler les factures. L'organe qui assumera cette tâche de concertation est la "Conférence gouvernementale pour les questions universitaires". Elle sera présidée par le chef du département de l'intérieur - le démocrate-chrétien M. Hans HÜRLIMANN, auteur principal de ce projet - et formée des directeurs de l'instruction publique des huit cantons universitaires, ainsi que de deux magistrats des cantons sans université. Cet organe sera un gage pour les fédéralistes qui tiennent à protéger les prérogatives cantonales en matière d'enseignement supérieur. La réforme Hürlimann touche donc plus l'intendance que la politique universitaire.

Il importe avant tout de donner aux universités, le plus rapidement possible, les moyens de faire face à l'augmentation des effectifs d'étudiants pour les dix prochaines années, notamment en stimulant, grâce à l'aide fédérale, la construction de bâtiments universitaires. On espère éviter ainsi l'introduction générale d'un numerus clausus à l'entrée des universités.

La partie du projet qui traite de l'aide fédérale à la recherche a pour objectif de créer une base légale pour l'encouragement, actuellement extrêmement varié, de la recherche au moyen de fonds publics. Le projet prévoit une planification commune des subventions. Il définit les responsabilités des organes et sociétés scientifiques auxquels une autonomie considérable est accordée.

Le projet parviendra-t-il à trouver un appui assez solide au Parlement ? D'ores et déjà, la réforme paraît rassurer les deux champs de l'opposition, par un compromis pondéré - ceux qui craignent l'immobilisme et ceux qui redoutent un dirigisme excessif.

Le Monde de l'Education, mars, juillet/août 1976 ;
Neue Zürcher Zeitung, 6/X/1976 ; v.M.

Descripteurs EUDISED : aide de l'Etat ; université ; recherche ; financement ; contrôle budgétaire ; Suisse.

UNITED KINGDOM : DEVOLUTION AND THE UNIVERSITIES

The economic situation permitting, much of parliament's time in the coming months will be devoted to an examination of the government's plans for devolution whereby the Scots and the Welsh will have a greater say in matters concerning the regions in which they live. Pending the expansion and outcome of these deliberations it seems already clear that the Scottish education system will remain under its present supervision by the Scottish Department of Education and that a similar agency may be created for Wales, while some form of consultative parliamentary body for each region is under consideration.

In a White Paper published at the beginning of August, the government does not accept that the Scottish and Welsh universities should become the responsibility of the Scottish and Welsh administrations, as some university teachers had feared, and others demanded. The White Paper states that there is general agreement that the University Grants Committee (UGC) is working well as a means of giving state support to universities "whilst permitting substantial autonomy and academic freedom". Instead, the UGC's terms of reference are to be revised to take account of the Scottish and Welsh education systems, and the UGC itself will invite advisers from the two administrations to sit with it at all levels of business.

The White Paper, therefore, keeps the universities in both Scotland and Wales under the UGC as part of a national system. The government is of the opinion that the universities benefit from this arrangements, and that the total and balance of university provision must remain the concern of the government in the interests of the United Kingdom as a whole. The government recognizes, however, the importance, both for its own planning and for that of the Scottish and Welsh administrations, of viewing post-school education as a whole. It therefore intends to establish in both regions a council to be a forum for the discussion of problems affecting the future development of all parts of the post-school system, including relationships with the schools.

Opinions as to the value of devolution are divided, and the division of opinion cuts across traditional political cleavages. There are those who see in it a major step forward in democratization ; others consider that it could lead to the break-up of the United Kingdom ; others view it as a political manoeuvre to cut short the demands of nationalist parties, and there are those who maintain that the government has much more pressing matters to consider.

The Times Higher Education Supplement, 6/VIII/1976;
Education, 6/VIII/1976 ; W.F.B.

EUDISED descriptors : university ; regional planning ; local government ; United Kingdom.

UNITED KINGDOM : FOREIGN STUDENTS AND FEES FOR HIGHER EDUCATION

The new structure for university fees announced at the beginning of July is the culmination of a lengthy process of negotiation and compromise. Under the new structure, which it is proposed will be applied as from the 1977/78 academic year, the differential between fees for home and for overseas students has been abolished. An undergraduate from overseas at present pays an average £ 182. It is now proposed that the fees for both be raised to £ 650. This dramatic rise in the amount to be demanded of the British student is, however, more apparent than real in that all holders of mandatory awards will have their fees met in full, the cost falling on the public purse.

Since 1967 students from overseas who have not been resident in the United Kingdom for three years before admission to a university have been liable to pay higher fees than United Kingdom residents. When this arrangement was introduced by government decision, it provoked indignation within the universities, and some of them declined to adopt it, although their decision involved them in considerable financial sacrifice.

Before the announcement in July of government policy there had been talk of raising fees for overseas students to as much as £ 2,000 per annum, it being suggested that non-nationals should be expected to pay an amount much nearer to the true cost of a university course than they had done in the past. In some quarters it was argued that such a policy might be an infringement of the Treaty of Rome, in spirit if not in letter, in that it would hinder free movement within the Community, and of the Lomé Convention which granted special status to certain developing countries. Any unilateral raising of fees for non-nationals at British universities might, it was feared, spark off retaliatory action.

The number of overseas students in the United Kingdom has risen steadily each year from 1970, having remained fairly stable during the previous five-year period. Another trend which has been discerned is the fact that whilst the number of students from Commonwealth countries has remained fairly static, there has been a sharp rise in the number of students from non-commonwealth countries.

The fee structure has introduced a new differential, however, in that fees for postgraduate study will be £ 100 per annum above those charged for undergraduate courses. Given the increase in the number of foreign students coming to the United Kingdom to study at postgraduate level, there is reason to believe that university postgraduate programmes in engineering and other technologies, including agriculture, are now producing more manpower for the economies of overseas countries than for that of the United Kingdom. In many instances, however, the foreign students are merely taking up already existing student capacity which would otherwise have gone unused.

As a result of the new fee proposals, tuition fees will represent a substantial proportion of university incomes for the first time in 40 years. The proportion of income would rise from the present 5 % to some 20 %. In the past the Committee of Vice-Chancellors and Principals and the University Grants Committee have expressed the view that fee income should not exceed 10 % of a university's budget, for fear of the difficulties random fluctuations in student demand might raise.

The Times Higher Education Supplement, 9/VII/1976 ; Education, 25/VI/76; The Financial Times,28/VI/76;W.F.B.

EUDISED descriptors : fees ; student ; foreign student ; higher education ; graduate ; United Kingdom.

UNITED KINGDOM : THREE REPORTS ON THE 16-18 AGE-GROUP

That the raising of the school-leaving age (RSLA) to 16 in September 1972 has not been an unqualified success is one of the conclusions to emerge from an assessment carried out by Her Majesty's Inspectors in Scotland.

Thereport says that when the school-leaving age was raised, schools on the whole were better provided for in accommodation and teaching aids than at any time in the past. Lack of resources, therefore, cannot explain why the schools in general rejected the curricular preparations which had been made for RSLA and chose instead to present more pupils for the well-established Scottish Certificate of Education (SCE). These certificate courses, being based on syllabuses with which the teachers were relatively familiar, allowed school staff to contain their teaching within traditional boundaries. As for the non-certificate courses, they had been designed for a broader ability range than the 20 % or so at the lower end of the ability range who were never considered for SCE.

The Inspectors found that the pupils following SCE courses gave a mixed reception to what was offered. At one end, there were those who were clearly happy at being given the chance to gain a recognised qualification which they felt would be of use to them in later life. At the other extreme, there were others who were clearly out of their depth, and some reacted by failing to turn up for classes or failing to attend the examination itself. As for the pupils following wholly non-SCE courses, many were disenchanted with school, according to the Inspectors. The pupils considered what they were being taught as irrelevant and uninteresting, and in many areas a high proportion of these pupils truanted. For some, the alienation seemed to stem from the fact that they had not been admitted to certificate courses.

In addition to truancy and indiscipline after the raising of the school-leaving age, schools also had to contend with apathy and indifference on the part of a considerable proportion of the pupils who found their schooling prolonged. The Inspectors conclude that the attitudes of teachers to RSLA communicated themselves in part to the pupils. "It was apparent in the period before RSLA that a proportion of the profession did not really expect it to take place". The report goes on to say that although a large number of teachers participated in the work for RSLA done by local and national agencies, a substantial number were not even indirectly concerned and, more importantly, showed limited awareness of the nature of the preparations being carried out.

Apathy and boredom among the 16-18 age-group were also noted in the Department of Education and Science report "16 and 18 year olds : attitudes to education". Forty per cent of pupils leaving school at the end of the fifth form (age 16 years) said that they were fed up with school or the teachers. About 30 % wanted to earn more money immediately, whilst only 15 % cited their not being good enough at school work as the main reason for leaving. Among the fifth formers interviewed for the purposes of the report was a group of "hard-core" leavers, consisting of over a third of the boys and nearly a quarter of the girls, who claimed never to have considered staying on beyond the minimum school-leaving age. Over half of these boys and a quarter of these girls proposed to do part-time study while working. This can probably be attributed more to the fact that day release or the like is built into job-based training schemes than to any strong desire to undertake further study. At the other extreme, a third of the boys and well over 40 % of the girls had made up their minds to continue full-time education, either at school or in a further education college.

Among those completing their sixth form studies (age 18 years) just under two-thirds intended to go on to higher education directly and 10 % intended to go after a break of a year or more, while 12 % proposed to take up part-time study. Only 6 % of the sample intended

to get a full-time job immediately. No evidence was found for a swing against higher education among 18-year-olds.

One of the subsidiary purposes of the survey was to examine the reason why increasing proportions of young people are choosing to continue their full-time education beyond the age of 16 in a further education college rather than staying on in a school. Over half of the fifth formers who intended to go to a further education college wanted to pursue courses or subjects that were not available at school, and one-third of them were bored with school or wanted to be treated as adults. Those going on to further education colleges were, however, somewhat less academically orientated than those intending to stay on at school.

In August the National Children's Bureau published "Britain's 16-year-olds". This is the latest of the reports arising from the longitudinal study of almost all the children born in Britain during the week 3-9 March 1958 (cf. News-letter 4/72). The 16-year-olds' experiences of school and attitudes to education form a large part of the study, but the researchers also looked at the children's health, and family and social life. The findings go a long way to demolish "myths about young teenagers being bored and lethargic or aggressive and iconoclastic". They emerge as being remarkably conventional.

The report contains figures on truancy which have given rise to considerable controversy. When the young people were asked whether they had stayed away from school in the previous year when they should have attended, 52 % said that they had. The teachers, however, considered that only a fifth of the children had played truant, and as for the parents only 3 % said their children were regular truants and another 10 % said they did so occasionally.

As regards RSLA, only a quarter of the children would have preferred to leave school at 15. In general, the young people were not particularly enthusiastic about school and were positively hostile to homework. Nearly a third said that they did not like school, and 13 % did not take their work seriously. The parents were much happier about their children's time at school. Only 8 % were completely dissatisfied, the main complaints were about discipline and that their childrens' abilities were not being stretched to the full.

The Times Educational Supplement, 17/IX/1976 ;
DES reports on education, No. 86, July 1976 ;
The Scottish Educational Journal, 18/VI/1976; W.F.B.

EUDISED descriptors : leaving school ; youth attitude ; youth ; follow-up study ; adolescent ; truancy ; boredom ; apathy ; United Kingdom.

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